

Message Text

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FM SECSTATE WASHDC

TO ALL DIPLOMATIC POSTS

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FOR POLADS

E.O. 11652: N/A

TAGS: OCON

SUBJECT: REDUCTION OF SIZE OF DELEGATIONS TO INTERNATIONAL
CONFERENCES

1. THERE IS QUOTED BELOW A MEMORANDUM OF JULY 29, 1976 TO
UNDER SECRETARIES OF OTHER DEPARTMENTS, DEPUTY HEADS OF
AGENCIES, AND ASSISTANT SECRETARIES AND OFFICE DIRECTORS
OF THE DEPARTMENT OF STATE. THE MEMORANDUM WAS SIGNED BY
DEPUTY SECRETARY ROBINSON.

QUOTE -- LAST NOVEMBER 15, YOU WERE SENT A MEMORANDUM
CONCERNING THE EXCESSIVE SIZE OF OFFICIAL DELEGATIONS TO
INTERNATIONAL CONFERENCES AND MEETINGS.

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A STATISTICAL SAMPLING INDICATES THAT SINCE THAT TIME

WE HAVE BEEN ABLE TO MAKE REDUCTIONS IN 25 PERCENT OF THE MEETINGS HELD.

I WOULD LIKE TO REMIND YOU AGAIN OF THE CONTINUING CONCERN OF SECRETARY KISSINGER AND MYSELF ABOUT THE SIZE OF THESE DELEGATIONS.

THE ESSENCE OF THE EXISTING POLICIES CONCERNING SELECTION AND ACCREDITATION OF DELEGATES REMAINS THE CON-

CEPT OF INDISPENSABILITY; I.E., REGARDLESS OF THE TYPE OF CONFERENCE OR MEETING, THE OPERATIVE CRITERION FOR INCLUSION ON A DELEGATION IS THAT EACH DELEGATE MUST BE INDISPENSABLE TO THE NEGOTIATION, PRE-NEGOTIATION, FORMULATION OF RECOMMENDATIONS, EXCHANGE OF INFORMATION, OR WHATEVER OTHER PROCESS IS INVOLVED IN THE PARTICULAR MEETING.

FROM RESPONSES TO A STATEMENT OF THESE POLICIES (COPY ATTACHED) SENT WITH THE MEMORANDUM MENTIONED ABOVE, WE ARE CONVINCED THAT THE EXISTING GUIDELINES REPRESENT A SOUND BASIS FOR ACHIEVING REDUCTIONS OF THE SIZE OF DELEGATIONS WHILE RETAINING THEIR OPTIMUM QUALITY. THE PROBLEM IS TO MAKE THE POLICIES WORK BETTER. IN A FURTHER EFFORT TO ACHIEVE THIS OBJECTIVE, I URGE YOUR COOPERATION.

UNLESS A SUBSTANTIAL REDUCTION IN THE SIZE OF DELEGATIONS IS REACHED BY THE END OF THIS CALENDAR YEAR, IT SEEMS THAT THERE MAY BE NO ALTERNATIVE TO PLACING IN EFFECT AN ARBITRARY FORMULA TO ACCOMPLISH THIS PURPOSE.

IN THE HOPE OF AVOIDING SUCH A DRASTIC MEASURE, I WOULD URGE YOU TO ASSIST IN CARRYING OUT THE POLICIES AND MAKING THEM KNOWN TO YOUR STAFFS. UNQUOTE.

2. THE STATEMENT OF POLICIES SENT AS AN ATTACHMENT TO THE DEPUTY SECRETARY'S MEMO FOLLOWS:

QUOTE

STATEMENT OF POLICIES GOVERNING SELECTION OF
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UNITED STATES DELEGATIONS TO MULTILATERAL
INTERNATIONAL CONFERENCES AND MEETINGS

1. MANY UNITED STATES DELEGATIONS TO INTERNATIONAL CONFERENCES AND MEETINGS HAVE BECOME TOO LARGE AND UNWIELDY TO ACCOMPLISH THEIR MISSIONS EFFICIENTLY. SECRETARIES OF STATE IN AT LEAST THE LAST FOUR ADMINISTRATIONS HAVE EXPRESSED THEIR STRONG OPPOSITION TO THE INORDINATE SIZE OF

UNITED STATES DELEGATIONS. THE GOVERNMENT INTENDS TO REDUCE THE SIZE OF THESE DELEGATIONS.

2. THIS STATEMENT REAFFIRMS THE CONCEPT OF INDISPENSABILITY WITH RESPECT TO SELECTION AND ACCREDITATION OF UNITED STATES DELEGATES TO INTERNATIONAL CONFERENCES AND MEETINGS; I.E., REGARDLESS OF THE TYPE OF CONFERENCE OR MEETING, THE OPERATIVE CRITERION IS THAT EACH DELEGATE MUST BE INDISPENSABLE TO THE NEGOTIATING PROCESS, PRE-

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NEGOTIATION, FORMULATION OF RECOMMENDATIONS, EXCHANGE OF INFORMATION, OR WHATEVER OTHER PROCESS IS INVOLVED IN THE PARTICULAR MEETING. ANY PROPOSED MEMBER OF A DELEGATION WILL NEARLY ALWAYS HAVE TO DEMONSTRATE HIS QUALIFICATIONS TO COVER SEVERAL FACETS OF THE SUBJECT MATTER.

3. EACH DELEGATION REPRESENTS THE UNITED STATES GOVERNMENT AS A WHOLE. NO ACCREDITED DELEGATE "REPRESENTS" HIS AGENCY OR ORGANIZATION. HE REPRESENTS THE UNITED STATES. WITHOUT REGARD TO THE TYPE OF CONFERENCE, THERE IS NO NECESSITY FOR OR INTENTION THAT EVERY ELEMENT OF THE DEPARTMENT OF STATE, ANY OTHER GOVERNMENT AGENCY, OR ANY PRIVATE ENTITY WHICH HAS OR CLAIMS AN INTEREST IN THE SUBJECT MATTER SHOULD PLACE ITS PERSONNEL ON A DELEGATION. NEITHER THE IMPORTANCE OF THE AGENDA, CONSIDERATIONS OF INSTITUTIONAL INTERESTS OR PRESTIGE, THE RANK OF THE PROPOSED PARTICIPANT, NOR HIGH LEVEL INTERVENTION WITHOUT STRONG SUPPORTING RATIONALE PROVIDE TENABLE REASONS FOR AN INDIVIDUAL'S ACCREDITATION TO A UNITED STATES DELEGATION.

4. ALL INTERESTED GOVERNMENT AGENCIES HAVE AN OPPORTUNITY TO CONTRIBUTE TO, COMMENT ON, OR CLEAR POSITION PAPERS AND
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INSTRUCTIONS TO CONFERENCE DELEGATIONS BEFORE THEY LEAVE WASHINGTON. THIS PARTICIPATION, RATHER THAN MEMBERSHIP ON DELEGATIONS, WILL CONSTITUTE THE CONTRIBUTION OF MOST GOVERNMENT AGENCIES AND OFFICES TO THE CONFERENCE PROCESS. NEARLY ALL THE PARTICIPATION OF U.S. COMPANIES, ASSOCIATIONS, ORGANIZATIONS AND OTHER PRIVATE ENTITIES WILL OCCUR IN THE UNITED STATES IN THE FORM OF CONTRIBUTIONS PRIOR TO THE OFFICIAL DELEGATION'S DEPARTURE. PARTICIPATION BY AN INDIVIDUAL OR GOVERNMENT OR PRIVATE ENTITY IN THE PREPARATION OF INSTRUCTIONS, STUDIES, OR OTHER PAPERS IS NOT A VALID REASON FOR DELEGATION MEMBERSHIP.

5. THE WILLINGNESS OF OFFICES OF THE DEPARTMENT OF STATE OR OF OTHER AGENCIES TO PAY THE WAY OF THEIR PERSONNEL FROM FUNDS OTHER THAN THE REGULAR CONFERENCE

APPROPRIATION OF THE DEPARTMENT OF STATE IS NOT A JUSTIFICATION FOR INCLUDING ON DELEGATIONS ANY INDIVIDUAL WHOSE PRESENCE WOULD NOT OTHERWISE BE WARRANTED.

6. THE GOVERNMENT WILL INCREASE THE ACCREDITATION OF UNITED STATES OFFICIALS AT OR NEAR CONFERENCE SITES WHEN THEIR INCLUSION ON DELEGATIONS WILL REDUCE OR ELIMINATE THE NEED TO SEND DELEGATES FROM WASHINGTON. HOWEVER, INCLUSION ON A DELEGATION IS NOT JUSTIFIED SOLELY BECAUSE AN INDIVIDUAL HAPPENS TO BE AT THE SITE.

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7. ALTHOUGH ATTENDANCE AT A CONFERENCE MAY PROVIDE VALUABLE TRAINING, LEAN DELEGATIONS REQUIRE EACH MEMBER TO PERFORM HIS SHARE OF THE WORK. PROSPECTIVE TRAINING BENEFITS WILL NOT JUSTIFY INCLUSION ON A DELEGATION.

8. U.S. GOVERNMENT OFFICIALS, ON THEIR OWN INITIATIVE OR AT THE INSTIGATION OF THEIR UNITS OR AGENCIES, HAVE OCCASIONALLY APPEARED AT INTERNATIONAL CONFERENCES WITHOUT ACCREDITATION OR AUTHORIZED CONNECTION WITH OUR DELEGATIONS; THEY HAVE SOUGHT TO LEAVE THE IMPRESSION THAT THEY ARE DULY ACCREDITED REPRESENTATIVES OF THE UNITED STATES.

NO OFFICIAL OF THIS GOVERNMENT SHOULD ATTEND A MULTILATERAL INTERNATIONAL CONFERENCE AT WHICH ACCREDITATION IS
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REQUIRED WITHOUT THE PRIOR KNOWLEDGE AND APPROVAL OF THE OFFICE OF INTERNATIONAL CONFERENCES (OIC) OF THE DEPARTMENT OF STATE. CHAIRMEN OF DELEGATIONS ARE INSTRUCTED TO NOTIFY THE DEPARTMENT OF STATE IF UNACCREDITED OR UNAUTHORIZED PERSONNEL OF THE GOVERNMENT OR PRIVATE AMERICAN INDIVIDUALS ATTEMPT TO INSERT THEMSELVES AS PART OF A U.S. DELEGATION. ANY QUESTION WHETHER A PARTICULAR MEETING REQUIRES ACCREDITATION CAN BE ANSWERED BY THE OFFICE OF INTERNATIONAL CONFERENCES.

9. ARRANGEMENTS FOR HOSTING A MEETING IN THE UNITED STATES REQUIRE AS LONG A LEAD TIME AS POSSIBLE. WITHOUT PRIOR APPROVAL OF THE OFFICE OF INTERNATIONAL CONFERENCES, NO ORGANIZATION OR SUBGROUP OF AN ORGANIZATION SHOULD BE INVITED TO ATTEND A MEETING OF ANY KIND IN THE UNITED STATES OR BE LEFT WITH THE IMPRESSION THAT THE UNITED STATES WOULD BE WILLING TO HOST A SPECIFIC MEETING.

10. THE RESPONSIBILITY AND AUTHORITY OF THE DEPARTMENT OF STATE FOR FINAL SELECTION AND ACCREDITATION OF DELEGATIONS TO INTERNATIONAL CONFERENCES AND MEETINGS DERIVES FROM STATUTE AND DELEGATION BY THE PRESIDENT. THE DEPART-

MENT OF STATE EXERCISES THIS RESPONSIBILITY AND AUTHORITY
ON BEHALF OF THE WHOLE UNITED STATES GOVERNMENT. THE
SECRETARY OF STATE DELEGATES HIS AUTHORITY FOR FINAL
SELECTION AND ACCREDITATION OF MEMBERS OF U.S. DELEGATIONS
TO MULTILATERAL MEETINGS (I.E., THOSE IN WHICH THREE OR
MORE PARTIES PARTICIPATE) TO THE ASSISTANT SECRETARY FOR
INTERNATIONAL ORGANIZATION AFFAIRS. THE ASSISTANT SECRETARY
FOR INTERNATIONAL ORGANIZATION AFFAIRS IN TURN DELEGATES HIS
AUTHORITY FOR FINAL SELECTION AND ACCREDITATION OF DELE-
GATIONS OF NOT OVER 10 MEMBERS TO THE DIRECTOR OF THE
OFFICE OF INTERNATIONAL CONFERENCES, WHO ALSO MAKES
RECOMMENDATIONS TO THE ASSISTANT SECRETARY FOR INTER-
NATIONAL ORGANIZATION AFFAIRS WITH RESPECT TO THOSE

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DELEGATIONS WITH OVER 10 MEMBERS.

11. ACCREDITATION CONSTITUTES THE OPERATIVE AND
FORMAL CRUX OF CONTROL BY THE DEPARTMENT OF STATE OVER
DELEGATIONS TO INTERNATIONAL CONFERENCES IN WHICH THE
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UNITED STATES PARTICIPATES. AUTHORITY FOR ACCREDITATION
IS NOT SHARED BY THE ASSISTANT SECRETARY OF STATE FOR
INTERNATIONAL ORGANIZATION AFFAIRS WITH ANY OTHER DEPART-
MENT, AGENCY, BUREAU, OR OFFICE OF THE GOVERNMENT, EXCEPT
THE OFFICE OF INTERNATIONAL CONFERENCES OF THE DEPARTMENT
OF STATE. UNQUOTE

3. PLEASE BE GUIDED ACCORDINGLY. KISSINGER

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